Cultural Resources Management in the Department of Defense

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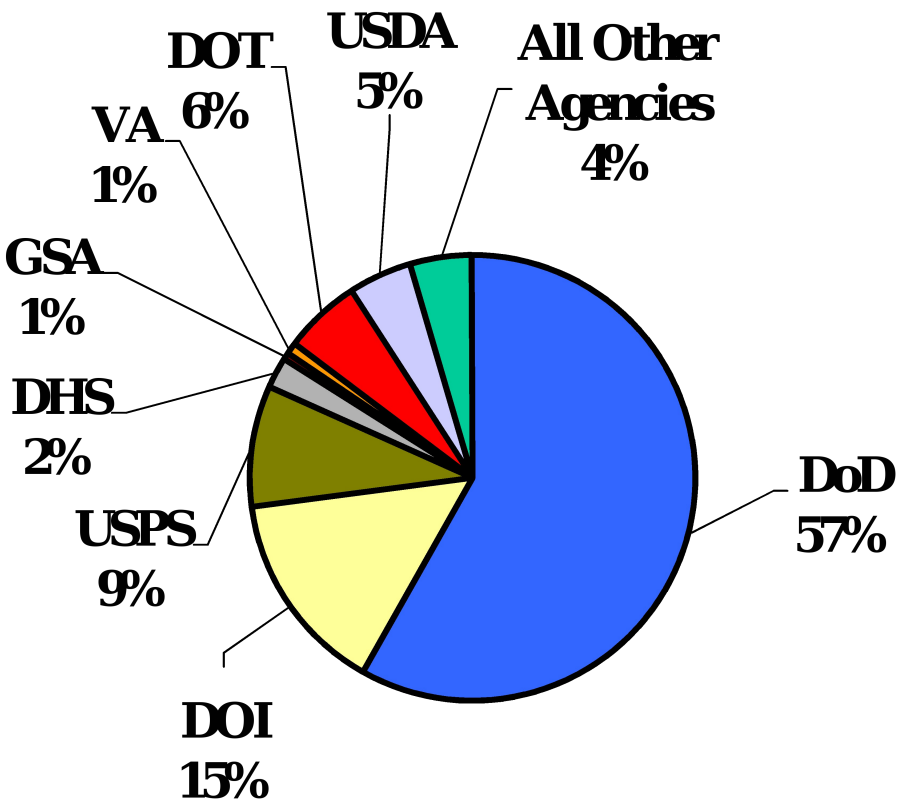
Department of Defense 101

- 32 million acres
  - The Corps of Engineers has an additional 11 million acres
- More than 577,500 facilities (buildings, structures, and linear structures)
  - Located on more than 3,700 sites
  - Plant Replacement Value of $712 Billion
- 1.3 million active duty mili
- 678,000 civil service empl
- Operate in
  - all 50 States,
  - seven U.S. territories
  - more than 163 countries

FY 2006 Federal Real Property Assets



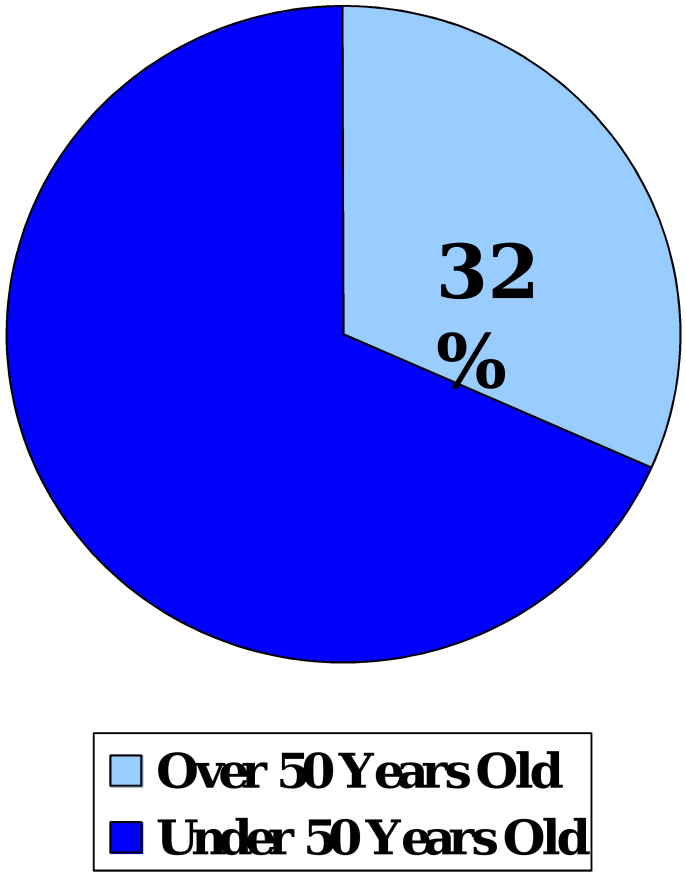
Source: FY06 Federal Real Property Report

http://www.gsa.gov/ Look for FRPP Summary Report Library

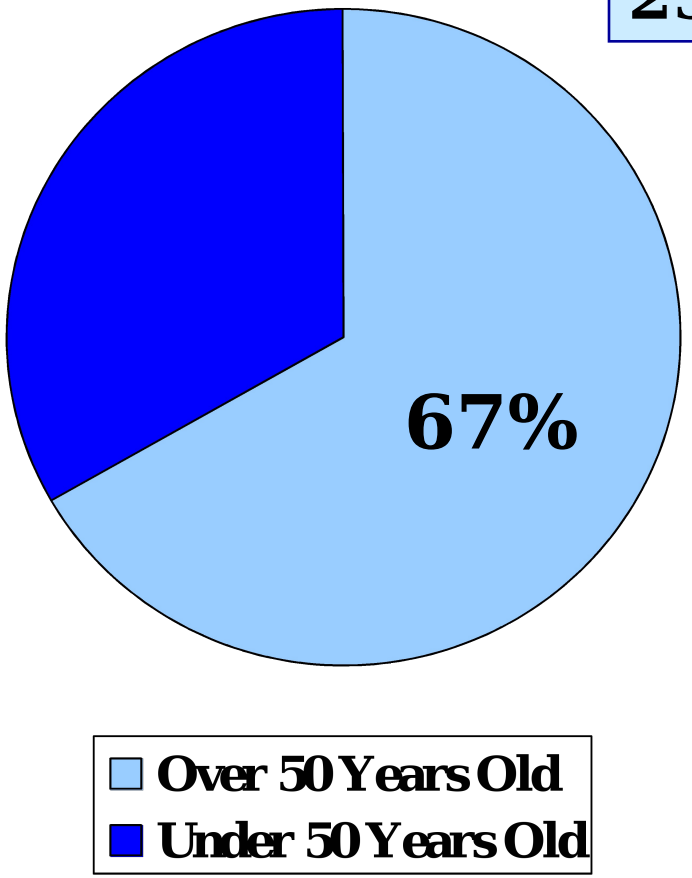
DoD's Aging Building Inventory

344,950 Buildings in the DoD Inventory

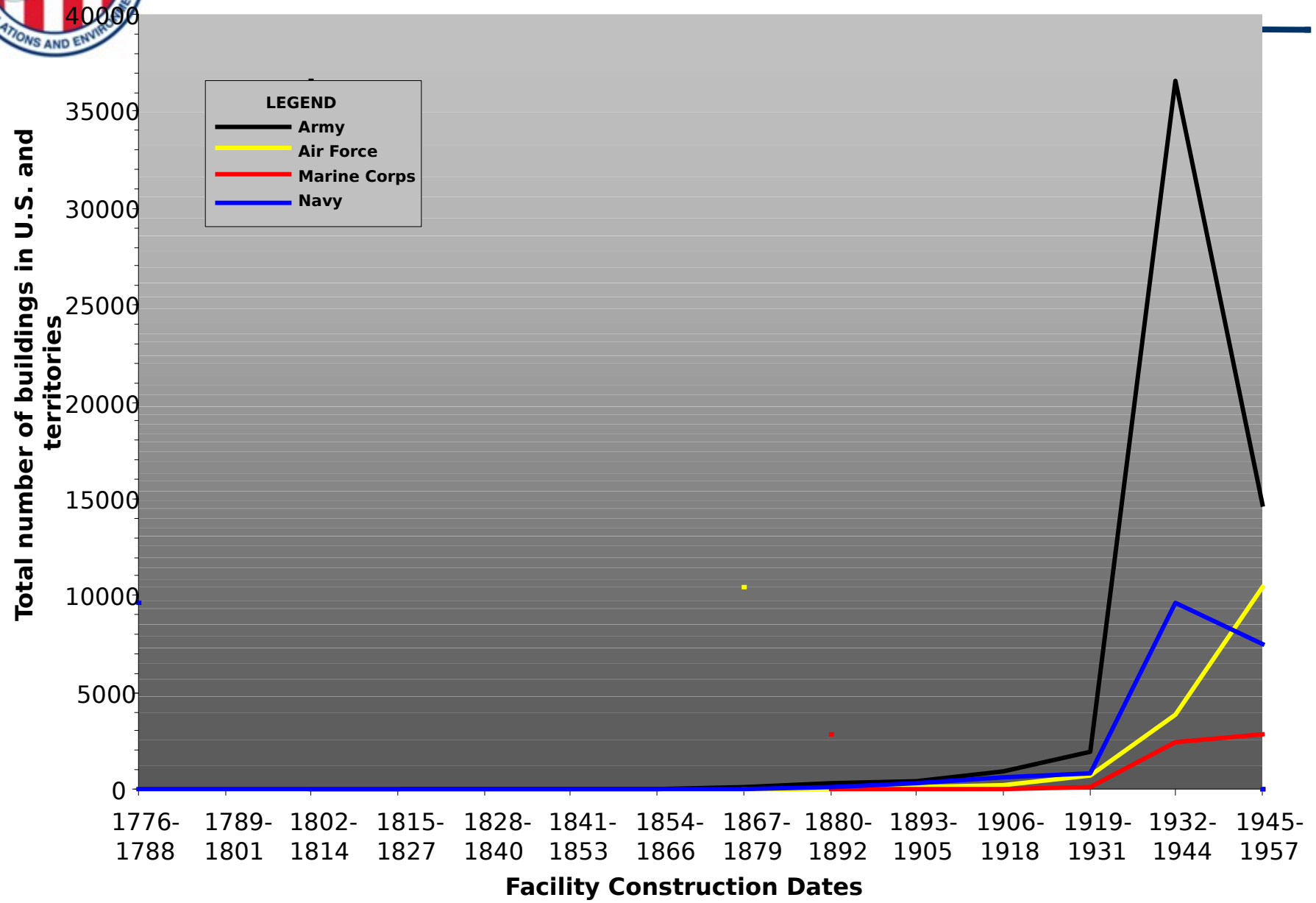
Today



2025



Trends in Military Construction



DoD's Historic Properties

- The DoD manages 32 million acres of land. Additionally, the Army Corps manages 11 million acres of water and related lands – containing:
  - 71 National Historic Landmarks
  - 600 entries on the National Register of Historic Places, encompassing over 19,000 historic properties
  - Many more determined Eligible for Listing

Installations: The Home of Combat Power

- America's security depends upon defense installation assets that are available when and where needed, and with the right capabilities to support current and future mission requirements.
- 5 Basic questions about the Real Property Assets:
  - What do we own?
  - Where is it?
  - What condition is it in?
  - What does it cost to maintain?
  - Is it supporting Mission readiness?

Vision for the Future

- DoD cultural resources are assets, connecting our fighting men and women with their proud history and traditions.
- We will continue to promote and interpret the resources under our care, both to inspire our personnel and to encourage and maintain the American public's support for its military.
- DoD's cultural resources are mission supporting. The Department will continue to use and maintain Historic Properties as appropriate for their mission use.
- These Historic Properties broadly represent the full scope of history found on DoD installations.
- These historic properties can be and are mission supporting assets. There is great potential for adaptive reuse.

Integration with DoD Mission

- Vision – DoD's cultural resources are mission supporting.
- Goal – Manage historic properties, archaeological resources, Native American, and other cultural assets to support missions and for the benefit of future generations.

Defense Installations Strategic Plan

Cultural Resources

Acquisition, Technology and Logistics

Maintain and preserve historic properties, archaeological resources, Native American, and other cultural assets as required by law and for the benefit of future generations.

- 50% of real property inventory records will accurately identify historic properties and their quality (2005).
- 100% of real property inventory records will accurately identify historic properties and their quality (2006).
- 100% of archaeological resources, Native American and other cultural assets will be accurately inventoried and quality ratings established in the real property inventories (2007).
- Develop standards to ensure that the possible presence of archaeological resources, Native American and other cultural assets are modeled, inventoried, and managed in close integration with project and operations planning (FY 2006).
- 100% of ICRMPs are completed or reviewed and updated annually as required by law and DoD policy (measure applies each fiscal year).
- 100% of ICRMPs will be current and implemented, in consultation and partnership with State Historic Preservation Officers and other appropriate consulting parties (FY 2008).

http://www.acq.osd.mil/ie/download/2004-disp.pdf

Draft Update - Defense Installations Strategic Plan
Cultural Resources

Outcome: The Department will have an complete inventory of known historic properties in order to ensure these assets are properly managed and protected.

Measures:

- 100% of real property inventory records will accurately identify historic properties and their quality. (Annually)
- 100% of DoD managed lands will be accurately inventoried for archaeological resources, Native American and other cultural assets. (2009)

Outcome: The Military Departments will have Integrated Cultural Resource Management Plans (ICRMPs) that identify and include management strategies for all cultural resources.

Measures:

- 100% of ICRMPs will be current as required by DoD policy. (Annually).
- 100% of ICRMPs will be current and implemented, in consultation and partnership with State Historic Preservation Officers and other appropriate consulting parties. (2008)

Outcome: The Military Departments will manage cultural resource assets efficiently and in full compliance with all legal requirements.

Measures:

- Analyze the Real Property Inventory to determine percentage of historic buildings/structures either vacant or underutilized and develop a utilization plan. (2008)
- 10% of remaining collections and associated records not curated in accordance with 36 CFR Part 79 included in a plan for compliant curation. (Annually)

Outcome: Improved availability of information about the Department's National Historic Landmarks.

Measures:

- Disseminate interpretive material for all NHL available to the general public. (2008)

Adaptive Use/Reuse of Historic Buildings

- DoD Directive 4165.6, Real Property
  - 4.3. A Military Department shall meet the real property requirements of the DoD Components utilizing real property under its jurisdiction by applying Department of Defense and its own policies.
- DoD Instruction 4165.70, Real Property Management
  - 6.3.1.3. The requirement for the property can be met by using other property at less cost providing equal or better working and operating

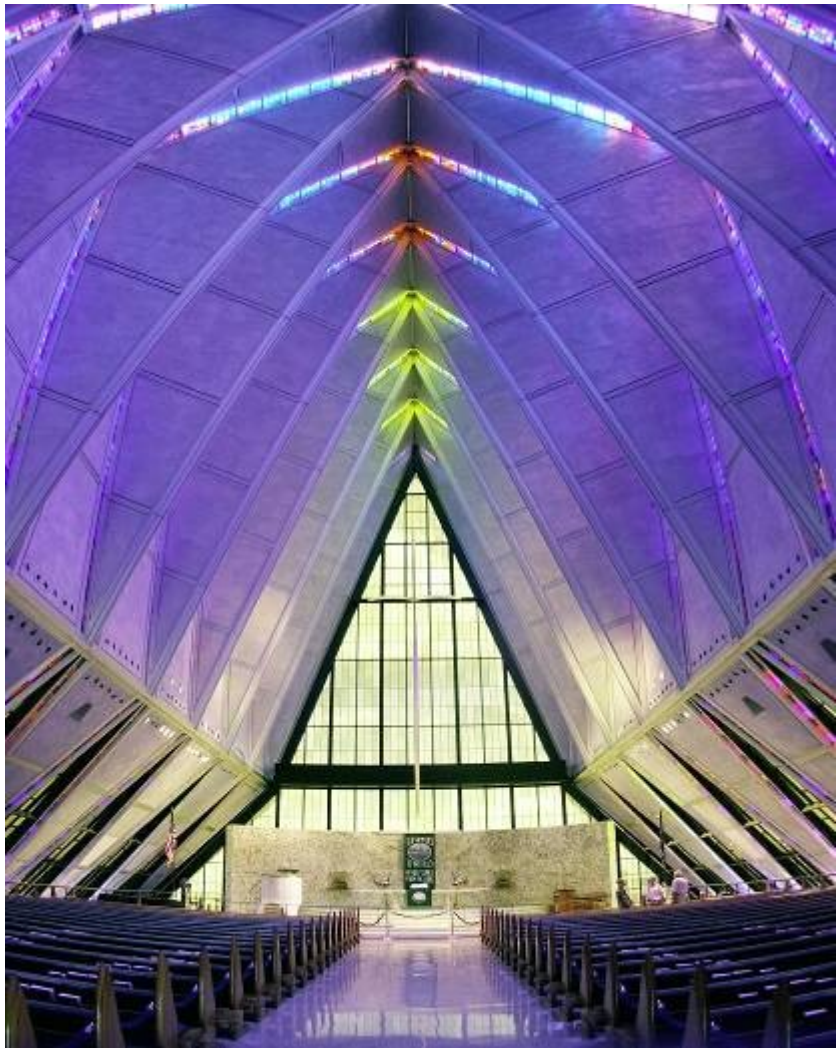
http://www.dtic.mil/whs/directives/index.html

Proposed Cultural Resources Policy

Manage and maintain cultural resources under DoD control through a comprehensive program that considers the preservation of historic, archaeological, architectural, and cultural values; is mission supporting; and results in sound and responsible stewardship. The Department of Defense will promote and interpret the cultural resources under its care to inspire our personnel and to encourage and maintain U.S. public support for its military.

- Ensure that readiness, sustainability, and cost-effectiveness policies and the military mission are facilitated through the maximum continued and adaptive use of cultural resources.
- Be an international and national leader in the stewardship of cultural resources in our trust.
- Integrate the DoD cultural resources program with mission activities, including environmental and planning programs.
- Maintain a program to preserve the fabric, systems, and historic character and function of real property assets under DoD jurisdiction in a sustainable manner that supports the military mission and promotes the quality of life and work of the occupants and employees.
- Use Integrated Cultural Resource Management Plans as DoD's instrument for compliance with the statutory management requirements of the applicable references of this issuance.
- Maintain complete, current information on known cultural resources.

Proposed Cultural Resources Policy
(Continued)



Consult in good faith with internal and external stakeholders and promote partnerships.

- Manage and maintain cultural resources by developing and fostering positive partnerships with Federal, Tribal, State, and local government agencies; professional and advocacy organizations; and the general public.
- Build stable and enduring relationships with Federally-recognized Indian tribes, Alaska Native entities, and Native Hawaiian organizations related to undertakings that may have the potential to affect cultural resources of interest to these groups.
- Promote partnerships with communities to increase opportunities for public benefit from, and access to, DoD cultural resources, taking into account mission activities, sustainability, safety and security issues, and fiscal soundness.
- Adopt innovative approaches to allow access to information as a means to create heritage tourism opportunities.

DoD and Program Alternatives to 36CFR800

Develop a full suite of program alternatives to case-by-case 106, in consultation with stakeholders.

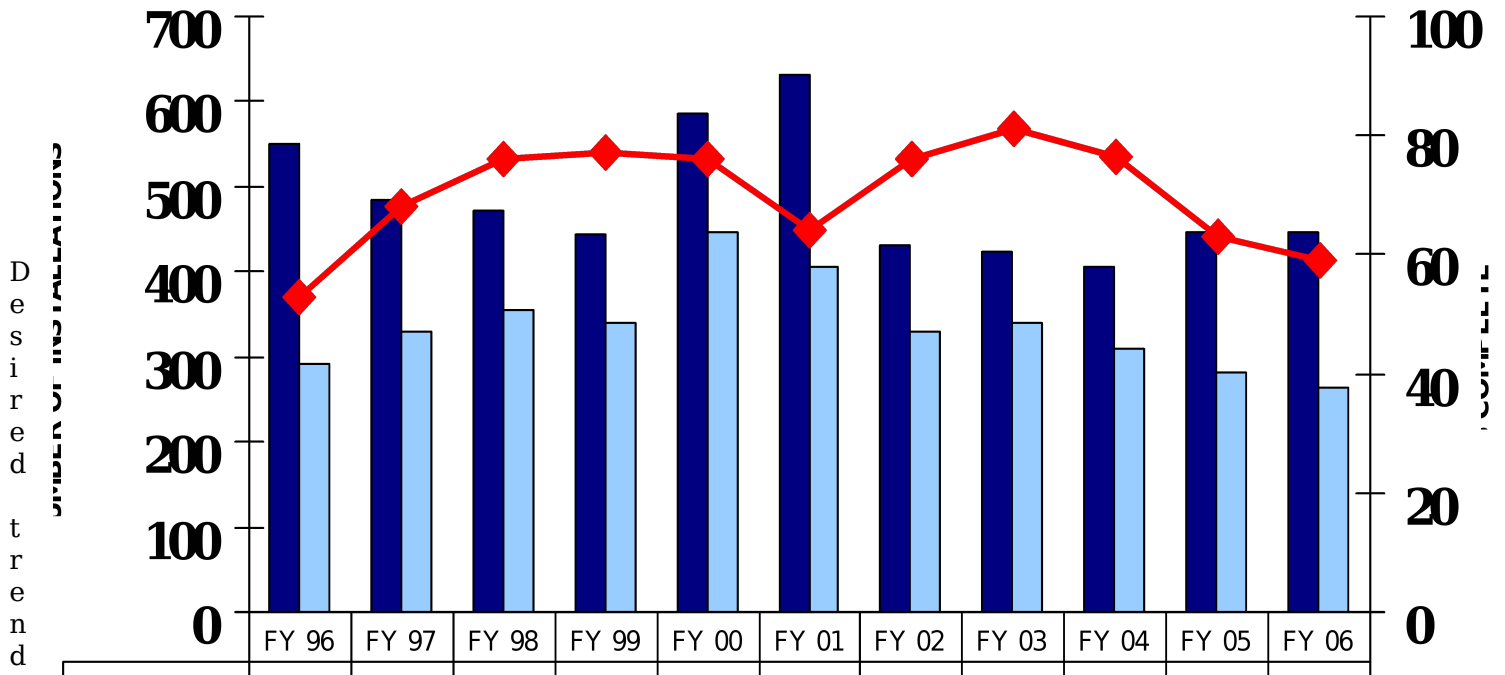
- Standard Treatments – in progress discussion with NPS, NCSHPO, ACHP Staff (Navy lead)
- Program Comments:
  - Unaccompanied Personnel Housing – 4,500 buildings (2006)
  - Ammunition Storage – 29,000 buildings (2006)
  - Ammunition Manufacturing Plants (Army only) – almost 11,000 buildings (2006)
  - Capehart-Wherry Housing: Navy – 24,000 units and Air Force – almost 38,000 units (2004)
  - Capehart-Wherry Housing: Army – 20,000 units (2002)
- Army Alternate Procedures (program started 2002):
  - Fort Benning, GA (certified 2006)
  - Fort Sam Houston, TX (certified 2006)
- Navy Ships – Tailored process (in development)

DoD Program Alternatives Page: https://www.denix.osd.mil/ProgramAlternatives

Standard Treatments

- DoD planning to seek Standard Treatments (36 CFR 800.14)
- A way to establish standard methods for the treatment of
  - Undertakings, or
  - Effects, or
  - Classes of properties
- Rehabilitation of
  - Historic Windows
  - Historic Exterior Wood
  - Historic Roofing Materials
  - Historic Exterior Masonry
- Will follow with a Program Comment governing implementation
- NPS reviewing specifications for technical accuracy

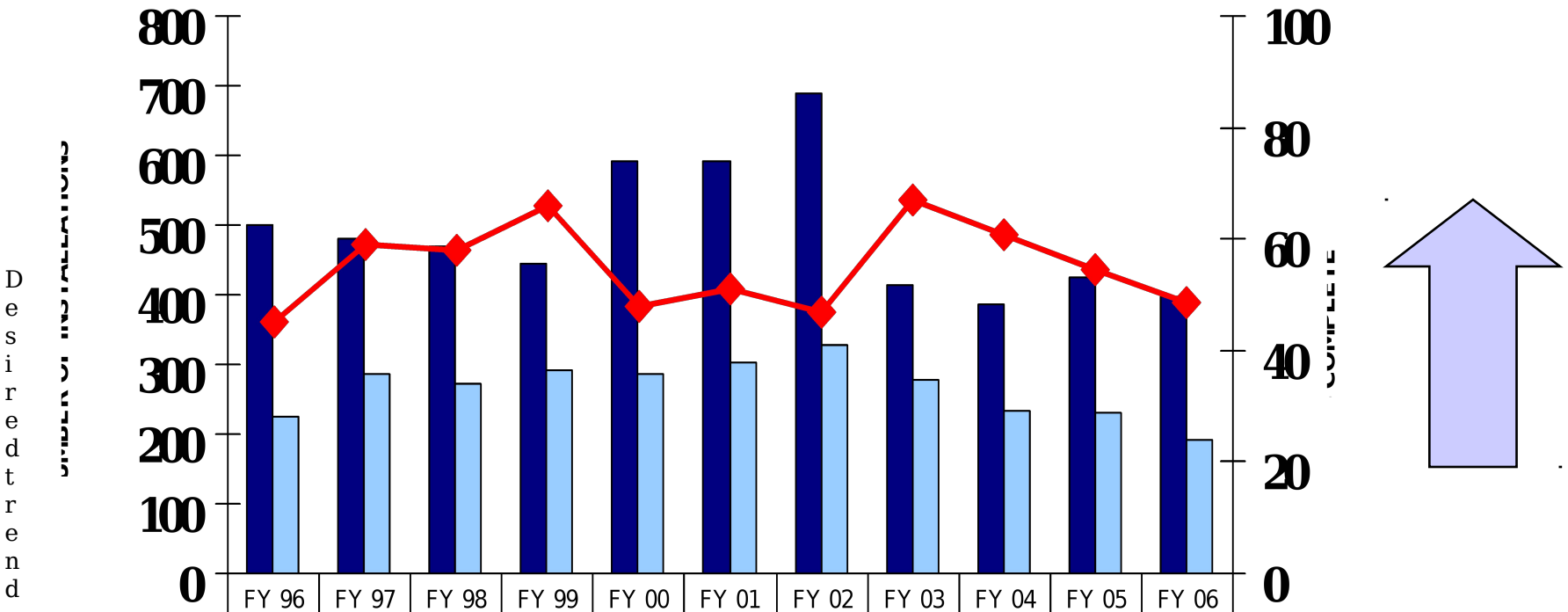
Historic Building Inventories



Desired trend

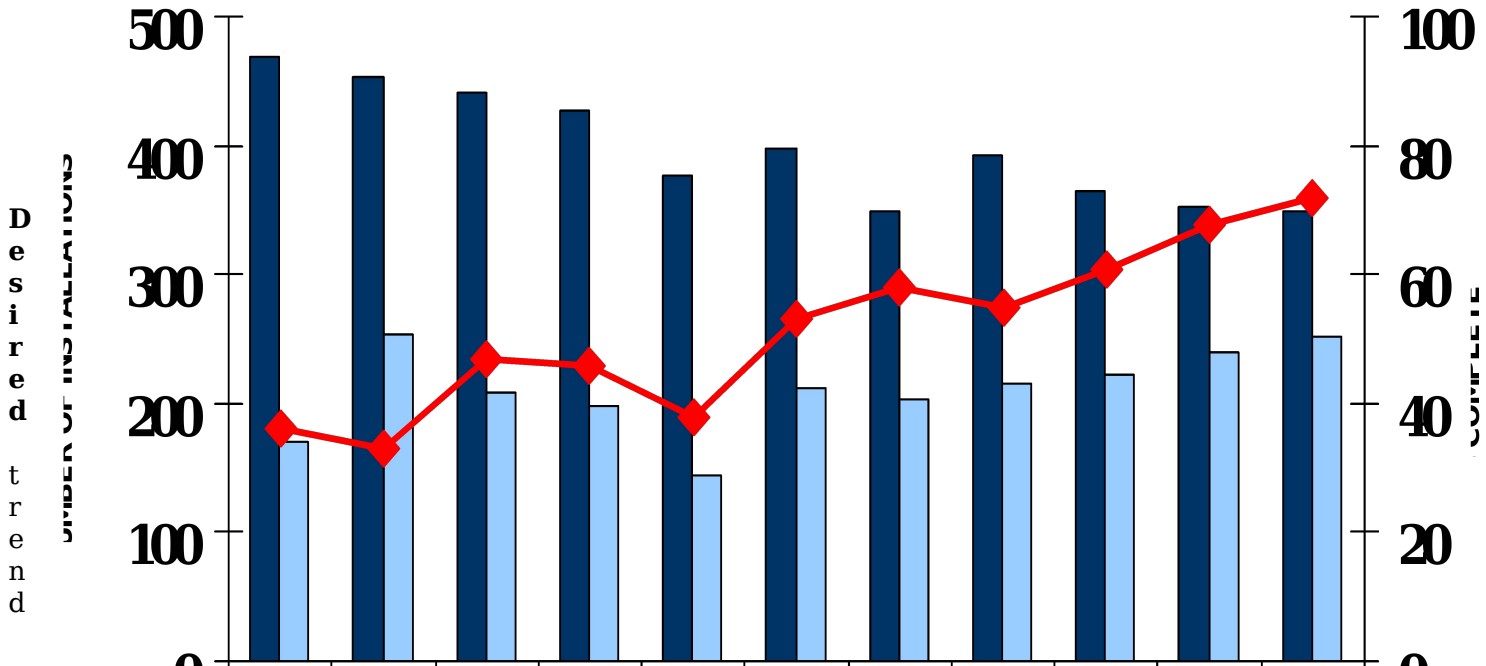
	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01	FY 02	FY 03	FY 04	FY 05	FY 06
REQUIRED	551	485	471	443	586	631	432	423	406	446	446
#COMPLETE	292	330	356	339	446	407	330	341	310	282	265
% COMPLETE	53	68	76	77	76	64	76	81	76.4	63	59

Archeological Inventories



	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01	FY 02	FY 03	FY 04	FY 05	FY 06
REQUIRED	500	481	469	444	593	593	690	415	386	425	398
#COMPLETE	224	286	272	292	286	302	328	278	234	231	193
% COMPLETE	45	59	58	66	48	51	47	67	60.6	54.4	48.5

Integrated Cultural Resource Management Plans



	FY 96	FY 97	FY 98	FY 99	FY 00	FY 01	FY 02	FY 03	FY 04	FY 05	FY 06
REQUIRED	469	453	441	427	377	398	349	392	365	353	349
#COMPLETE	171	253	209	198	144	212	203	216	222	239	251
% COMPLETE	36	33	47	46	38	53	58	55	60.8	67.7	71.9

Federal Real Property Inventory

- Executive Order 13327, Federal Real Property Asset Management, February 2004
  - Policy – Promote the efficient and economical use of real property assets
  - Requires each Federal Agency to report annually to General Service Administration all real property assets
- Federal Real Property Council established 23 mandatory data elements
- Historical Status -- Land, buildings and structures (owned and leased) will have one of the following attributes
  - National Historic Landmark (NHL)
  - National Register Listed (NRL)
  - National Register Eligible (NRE)
  - Non-contributing element of NHL/NRL district
  - Not Evaluated
  - Evaluated, Not Historic

2007 Guidance for Real Property Inventory Reporting
June 8 , 2007

DoD Real Property Inventory Reporting (RPIR)

Historical Status Codes

- NHLI Individual National Historic Landmark
- NHLC Contributing Element of NHL District
- NRLI Individual National Register Listed
- NRLC Contributing Element of NRL District
- NREI Individual National Register Eligible
- NREC Contributing Element of NRE District
- ELPA Eligible for the Purposes of a Program Alternative
- NCE Non-contributing Element of NHL/NRL/NRE District
- DNR National Historic Landmark / National Register Pproperty, Designation Rescinded
- DNE Determined Not Eligible for Listing
- NEV Not Yet Evaluated

Historic Buildings and Structures – Built Infrastructure

- Goal – Historic buildings and structures are maintained in good condition and used to support mission needs. For full analysis, compare to non-historic buildings and structures.
- Metrics:
  - Percent of historic properties that are utilized or over-utilized.
  - Percent of historic properties that have a high facility physical quality code (based on Condition Index).
  - Percent of historic buildings or structures used to support mission needs.
  - Demolition of historic buildings or structures.

DRAFT Metrics
Health of the Inventory

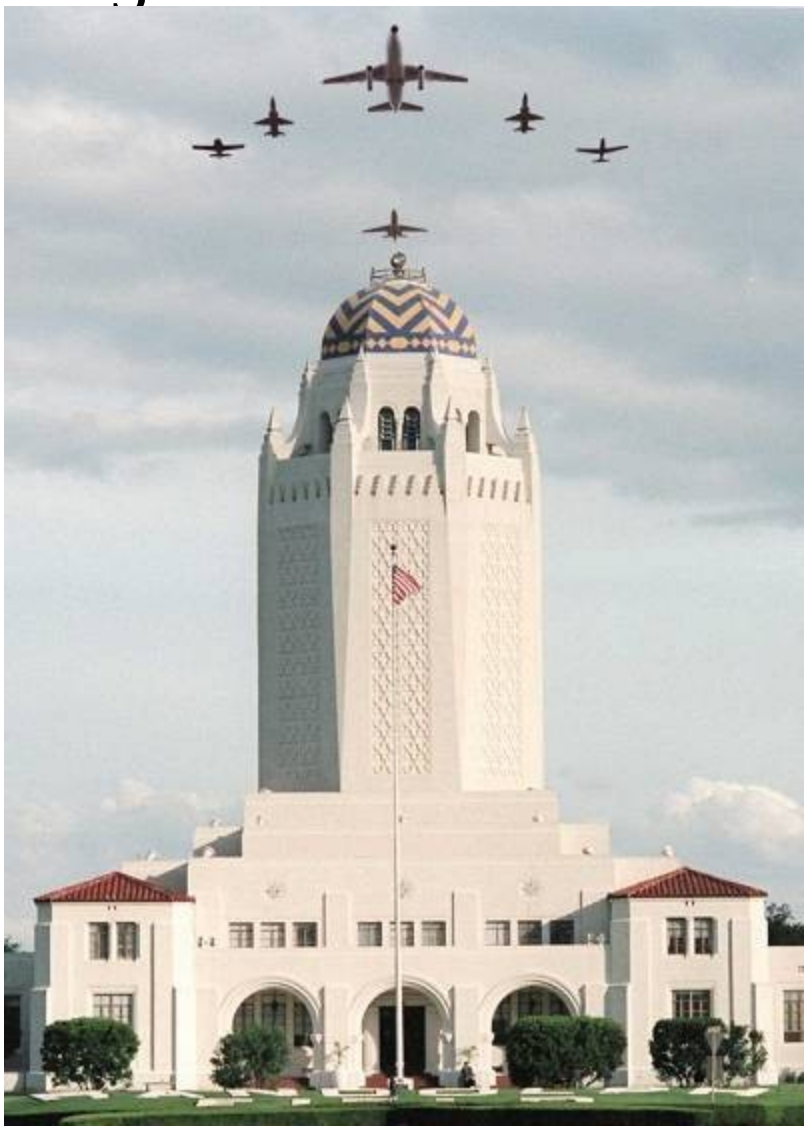
Curation of Archaeological Collections and Associated Records

- Goal: Archaeological collections and associated records are curated in accordance with 36 CFR 79.
  - Total volume less volume curated should be less than or equal to the volume acquired during the previous FY.
- Metric:
  - Cubic Feet of collections curated to 36 CFR 79
  - Linear Feet of associated records curated to 36 CFR 79

DRAFT Metrics
Health of the Cultural Resources Program

Inventory and Evaluation of Historic Properties (Real Property Assets)

- Goal – All real property inventory records will accurately identify historic properties (real property assets).
- Metric – Percent of real property assets with the appropriate Historical Status Data Element Code, compared to “Not Yet Evaluated” (NEV).



DRAFT Metrics
Health of the Cultural Resources Program

Acquisition, Technology and Logistics

Inventory of Historic Properties (Archaeological Sites)

- Goal – All DoD-managed lands that are available for survey are surveyed for archaeological assets and have the information readily available to support the Section 106 process.
- Metric – Percent of DoD-managed lands (available for survey) surveyed for archaeological sites.

"Available for Survey"

All DoD-managed lands, excluding

- impact areas;
- lands under water that are always at least 5 feet deep on a year-round basis; and
- danger zones as defined in 33 CFR 334.

DRAFT Metrics
Health of the Cultural Resources Program

Evaluation of Historic Properties (Archaeological Sites)

- Goal – All installations will have fully identified and evaluated archaeological sites within the area of potential effects (APE) and have the information available for installation planners prior to the initiation of military construction (MILCON)-related ground disturbing activities or construction.
- Metric – Percent of MILCON-related ground disturbing activities for which archaeological sites have been fully identified and evaluated prior to initiation of the MILCON activity

DRAFT Metrics
Health of the Cultural Resources Program

Geographic Information System (GIS)

- Goal – All installations with cultural resources will have information available in a GIS.
- Metrics
  - DoD-managed acres, by DoD Component, available for survey and surveyed for archaeological sites for which information is available through a GIS.
  - Historic properties (real property assets) for which information is available through a GIS.

DRAFT Metrics
Health of the Cultural Resources Program

Integrated Cultural Resource Management Plans

- Goal – All installations with cultural resources will complete and update ICRMPs as per this policy. In addition, all ICRMPs will be current and implemented in consultation with:
  - State Historic Preservation officers,
  - Tribal Historic Preservation officers, and
  - other appropriate consulting parties.
- Metrics –
  - Percent of total ICRMPs, by DoD Component, complete
  - Percent of total ICRMPs, by DoD Component, developed in consultation.

DRAFT Metrics
Health of the Cultural Resources Program

Public Access to Cultural Resource Information

- Goal – All installations with cultural resources will have a public outreach program.
- Metric – Percent of installations with cultural resources that have public web sites and/or tour programs.

Statement of Federal Financial Accounting Standards
(SFFAS) 29 Heritage Assets and Stewardship Land

15. Heritage assets are property, plant and equipment (PP&E) that are unique for one or more of the following reasons:
    - historical or natural significance,
    - cultural, educational, or artistic (e.g., aesthetic) importance; or
    - significant architectural characteristics.

    Heritage assets consist of (1) collection type heritage assets, such as objects gathered and maintained for exhibition, for example, museum collections, art collections, and library collections; and (2) non-collection-type heritage assets, such as parks, memorials, monuments, and buildings.
16. Heritage assets are generally expected to be preserved indefinitely. One example of evidence that a particular asset is heritage in nature is that it is listed on the National Register of Historic Places.

http://www.fasab.gov/standards.html

DoD Heritage Asset Reporting Factors Considered

- How are we making investment and management decisions?
- What are our existing data collection systems?
- What documentation exists to support categorization decisions?
- Would an auditor understand the category and be able to track the documentation?
- Would a Cultural Resource professional understand the category?
- Were definitions clear enough for consistent reporting?
- Would categories be consistent with the program direction?
- What information do we use to make management and investment decisions?

DoD Heritage Asset Reporting

HERITAGE ASSETS For Fiscal Year Ended September XXCY					
(a)	**(b)**	**(c)**	**(d)**	**(e)**	**(f)**
Heritage Asset Categories	**Measurement Quantity**	**As of 10/01/CY**	**Additions**	**Deletions**	**As of 9/30/CY**
Buildings & Structures	**Each**				
Archeological Sites	**Sites**				
Museum Collection Items (Objects, Not Including Fine Art)	**Each**				
Museum Collection Items (Fine Art)	**Each**				

DOD 7000.14-R, VOLUME 6B, CHAPTER 12 Required Supplemental Information

Future Initiatives

- Develop Guidance on Historic Properties & Foot Print Reduction (Building Disposal)
- Establish DoD Cultural Resources Spatial Data Standards
- Management of Archaeology Collections/Curation
- Develop Guidance on Historic Properties and Green Building
  - Executive Order 13423, January 26, 2007, Strengthening Federal Environmental, Energy, and Transportation Management
  - BUILDING PERFORMANCE: Construct or renovate buildings in accordance with sustainability strategies, including resource conservation, reduction, and use; siting; and indoor environmental quality.

Disposal Targets for Excess and Obsolete Facilities

Army	9.0 MSF
Navy	32.0 MSF
Marine Corps	1.4 MSF
Air Force	15.0 MSF
DoDEA	4.4 MSF
TMA	0.5 MSF

- Must meet targets by end of Fiscal Year 2013
- Installations report excess based on installation-specific building inventories and future requirements and plans
- Excess includes buildings that have no projected future use and are vacant or to be vacated due to known consolidation plans
- Keys to Success
  - Know the inventory
  - Visibly/seriously consider ways to reuse historic properties early enough to make a difference
  - Consult programmatically & pre-decisionally

DoD Cultural Resources Data Standards

- OMB Circular A-16, Coordination of Geographic Information and Related Spatial Data Activities
  - Provides direction for federal agencies that produce, maintain or use spatial data either directly or indirectly
  - Established National Park Service as lead for Cultural Resources Data
- Current DoD Cultural Resources Spatial Data requirements are not working:
  - Most systems developed locally, so we are collecting uneven, inconsistent data
  - Existing Spatial Data Standards for Facilities, Infrastructure and Environment (SDSFIE) not sufficiently structured to handle CR data
- Defense Installations Spatial Data Infrastructure (DISDI) Office
  - Currently updating existing SDSFIE to version 3.0
  - Has identified Cultural Resources as one of first 6 business lines to standardize
  - Aggressive timeline for SDSFIE v. 3.0: fall / late 2008

http://www.whitehouse.gov/omb/circulars/a016/a016_rev.html

http://www.sdsfie.org/

DoD CR Data Standards - Approach

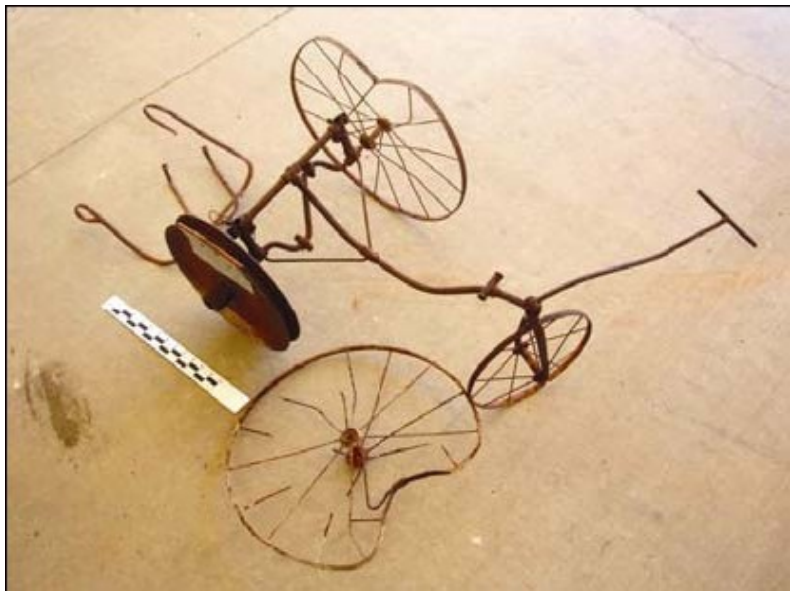
1. Identify the CR data user community and their varied needs
2. Develop list of objectives
   - SAMPLE: “Standard service reporting of common data elements for historic facilities, archaeological resources, traditional resources, sacred sites, and artifact collections by end of FY08. Report to include description, location, condition, and operational "cost".”
3. Define schedule and resource / funding needs
4. Using a Task Force of DoD CR Managers, define the need:
   - Identify DoD CRM Work Processes
   - Identify all data elements needed to support identified processes
   - Determine required format for identified data elements
5. Work with DISDI to build / populate / deploy the enterprise CR data standard solution

Follow-on Work:

- Allow data stewards to maintain the information
- Direct data administrators to ensure that the rules are followed by maintainers and users

Curation – Do we really have a program?

- What do we have?
- Where is it?
- What condition is it in?
- How much is it costing us to maintain and store?
- How are we using the collections to inform our planning efforts for the overarching archeology program?

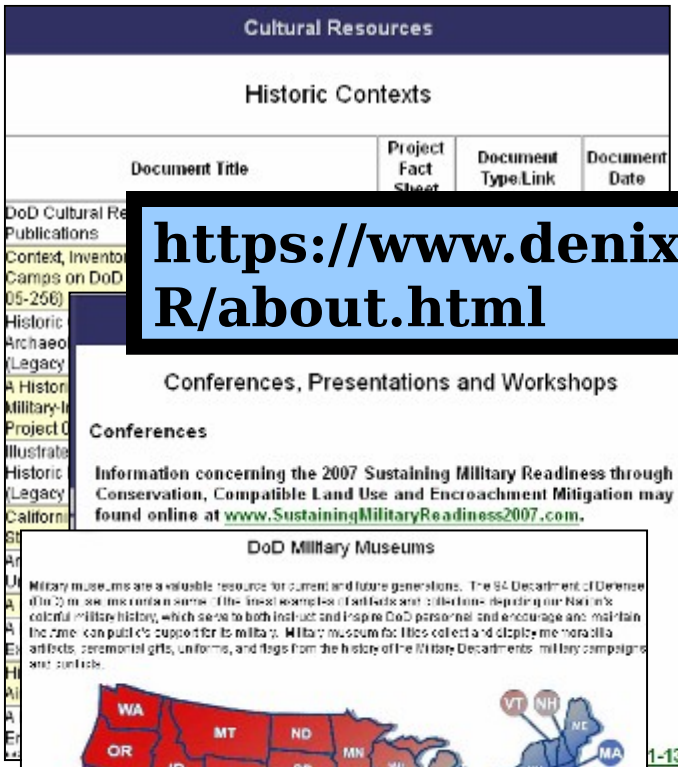


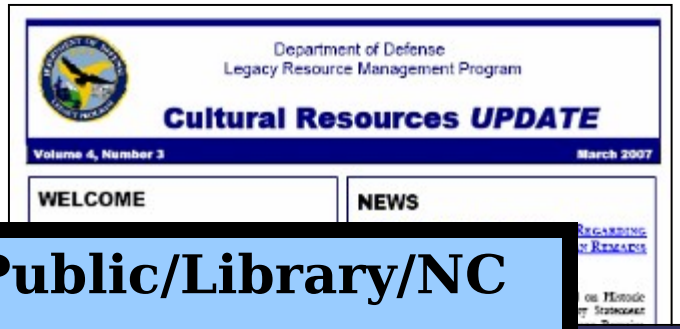
Curation Management Initiative – Path Forward

- First step – Answer the first 4 questions
- Then establish a management program
  - Policy – What do we need to do beyond simply complying with 36 CFR 79?
  - Goals – Where do we want to be in 5 years?
  - Performance Measures – What behavior are we trying to motivate?

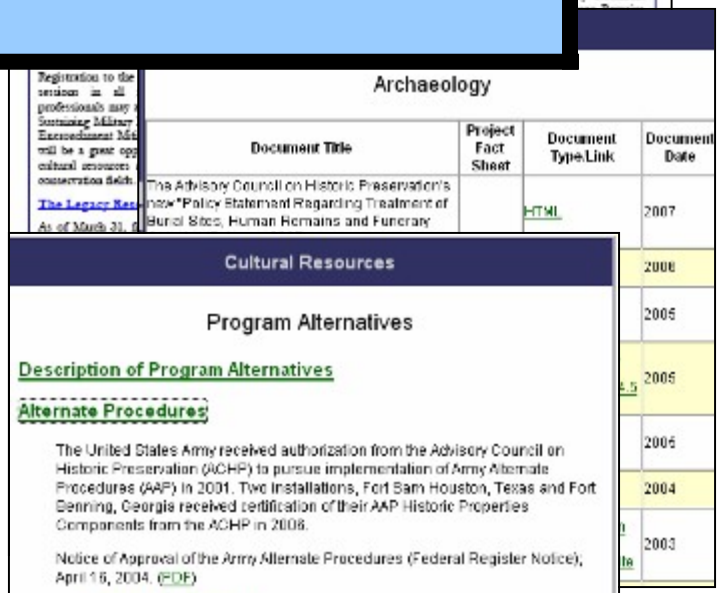
Access to Information

https://www.denix.osd.mil/denix/Public/Library/NCR/about.html





Conferences, Presentations and Workshops
Conferences
Information concerning the 2007 Sustaining Military Readiness through Conservation, Compatible Land Use and Encroachment Mitigation may be found online at www.SustainingMilitaryReadiness2007.com.



Cultural Resources
Program Alternatives
Description of Program Alternatives
Alternate Procedures
The United States Army received authorization from the Advisory Council on Historic Preservation (ACHP) to pursue implementation of Army Alternate Procedures (AAP) in 2001. Two installations, Fort Sam Houston, Texas and Fort Benning, Georgia received certification of their AAP Historic Properties Components from the ACHP in 2006.
Notice of Approval of the Army Alternate Procedures (Federal Register Notice), April 16, 2004. (PDF)
Supporting Documents
Nationwide Programmatic Agreements
Exempted Categories
Standard Treatments
Program Comments

DoD Cultural Resources Program

- DoD's rich heritage is embodied in military history and traditions
- The most efficient and effective way to manage our historic properties is with active, analytical, integrated policy and procedures
- Cultural Resources are assets, not liabilities, and should be managed as such

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